

**ALASKA AS A CASE STUDY OF
OJJDP-MANDATED JAIL MONITORING**

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ABSTRACT

The Office of Juvenile Justice and Delinquency prevention has mandated that all states monitor jail records for the presence of juveniles and inspect jails and lock-ups in which juveniles might be detained for sight and sound separation. The experience of Alaska in complying with this mandate is instructive. In the largest state in the union 99 facilities in a monitoring universe of 111 (89.1%) are accessible only by air or water. Alaska's jail monitoring plan accommodated this inaccessibility. The plan and 1989 monitoring activities are explained and discussed.

As the largest state in the Union Alaska has had some unique problems complying with the mandate of the Juvenile Justice and Delinquency Act to monitor secure facilities for the presence of juveniles.

In spite of these problems Alaska has produced a model monitoring plan and has successfully completed three years of compliance monitoring activities. The monitoring process and the problems associated with monitoring activities are useful for other states to consider as they review their monitoring plans.

INTRODUCTION

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) was established by Congress as part of the Juvenile Justice and Delinquency Act of 1974. It was created with a purpose to increase the role of the federal government in juvenile justice matters at both the national and state levels. OJJDP was authorized to distribute funds to states which had made progress toward achieving the goals of the Act. The two primary areas on which progress was to be measured were 1) the deinstitutionalization of status offenders and 2) the sight and sound separation of juveniles from adults in adult correctional facilities. The second area was revised in the 1980 continuation of the Act to require removal of juveniles from adult facilities.

In 1974 when the Juvenile Justice and Delinquency Act was passed there was no firm knowledge about the number of juveniles in adult facilities in the nation as a whole. Rosemary Sarri underscored this problem in testimony before the Senate on behalf of the Act (Senate Hearings, 1973). She had been engaged in research on juvenile detention and incarceration and noted that it was impossible to determine the true extent of the problem because there was so little information available. The gathering of information on juvenile detention became a major objective of the legislation (Sarri, R. 1973). Although the National Jail Census has been used to indicate the number of youths in adult jails, it was not a reliable source of information for the purposes of the Act. The Census was completed only every five or so years, surveyed adult jails only, and showed the number of persons detained in the nations jails on a specific census date. The 1970 Jail Census showed a total of 7800 juveniles in more than 4000 jails on a specific day in March; the 1978 Census, 2944 juveniles on a February Census date; in 1983, 1739 juveniles on June 30th of that

year; and the 1988 census, a 3% drop to 1676 on the June 30th census date (LEAA 1970, Bureau of Justice Statistics 1980, 1985, 1990) Since these surveys indicated only the number of juveniles held on a specific census date it was difficult to extrapolate from them the total number of juveniles held in adult jails throughout the year. A stay in jail may last hours, days or even weeks and this can compound the counting problem. The 1988 census noted a median length of stay of three days among inmates discharged from jail the week before the June 30th census date (Bureau of Justice Statistics, 1990).

It should also be noted that the National Jail Census surveyed only adult jails and did not include municipal lock-ups. Rademacher (1982) estimated that the 1970 Jail Census counted only 25% of secure facilities where juveniles might be held because it did not include an estimated 12,000 lock-ups. The inclusion of municipal lock-ups became a very important part of the JJDP Act's mandate that the states must "provide for an adequate system of monitoring jails, detention facilities, correctional facilities, and non- secure facilities" to ensure that the Act's requirements were being met (U. S. Department of Justice, 1984, p. 1).

Monitoring was required under the Act in order to determine compliance with the three major provisions of the Act:

1. Deinstitutionalization of Status Offenders. Juveniles who are charged with or who have committed offenses that would not be criminal if committed by an adult or offenses which do not constitute violation of valid court orders, or such non- offenders as dependent or neglected children, shall not be placed in secure detention facilities or secure correctional facilities (Section 223(a)(12)(A)).

2. Separation of Juveniles from Adults. Juveniles alleged to be or found to be delinquent and youths within the purview of paragraph (12) shall not be detained or confined in any institution in which they have regular contact with adult persons incarcerated because they have been convicted of a crime or are awaiting trial on criminal charges (Section 223(a)(13)).

3. Removal of Juveniles from Adult Jails by 1985. Beginning after the five-year period following the date of the enactment of the Juvenile Justice Amendments of 1980, no Juvenile shall be detained or confined in any jail or lockup for adults, except that the Administrator shall promulgate regulations which (A) recognize the special needs of areas characterized by low population with respect to the detention of juveniles; and (B) shall permit the temporary detention in such adult facilities of juveniles accused of serious crimes against persons, subject to the provision of paragraph (13), where no existing acceptable alternative placement is available (Section 223(a)(14)).

The monitoring of facilities includes data collection, data verification, and inspection of the facilities for classification purposes and for sight and sound separation of adults from juveniles. States would not be eligible to receive funds available through the Act unless they demonstrated, through monitoring, progress toward meeting the objectives of the Act.

During the first years after passage of the Juvenile Justice and Delinquency Prevention Act OJJDP officials readily gave extensions to states for completion of

monitoring plans and did not demand thorough and accurate monitoring reports. By the mid-1980's however, monitoring was required of all states hoping to continue their eligibility to receive formula grants, and monitoring audits were begun by OJJDP officials.

By 1988, 56 states and territories had submitted monitoring plans; only South Dakota was not participating but that state is considering participation. Three states, Nevada, North Dakota, and Wyoming, recently began participation. Hawaii has begun again to participate after dropping out of the formula grant program.

At the present time most of the states and territories are in compliance, or are making progress toward compliance with some or all of the Act's objectives. The 1988 jail monitoring reports submitted to OJJDP revealed:

Deinstitutionalization of Status Offenders

51 states and territories in full compliance.

3 no data (recent participation)

2 no determination

Sight and Sound Separation

32 states and territories in full compliance

20 making progress

2 no data (recent participation)

2 no determination

Jail Removal

29 states and territories in full compliance

13 substantial compliance

11 seeking waiver

2 no data (recent participation)

1 no determination

JAIL MONITORING IN ALASKA

The state of Alaska is the largest state in the union. Were a to-scale map of Alaska to be superimposed on a map of the contiguous states Alaska would stretch from Georgia to California and from Minnesota to Texas. This huge land mass contains the second smallest population of all of the fifty states. More than 25 percent of its population lives in broadly scattered communities which are not accessible by road.

Communities in Southeast Alaska are connected by the State Ferry System and can be reached as well by air. Air travel from Anchorage is the only way to visit the remaining communities not on any land or marine highway system. Unpredictable weather and vast distances combine to make it difficult to remove juveniles to acceptable facilities from communities where there is no alternative to the jail or lock-up for their detention. Thus two major goals of the JJDP Act, separation of juveniles from adult offenders and jail removal, were hard for Alaska to achieve. In addition Alaska had a problem with the second main goal of the Act - deinstitutionalization of status offenders. Alaska had traditionally excluded minors consuming alcohol from defined status offenses.

Status offenders are underage youth who have engaged in behaviors which would not be illegal were an adult to commit them. Status offenses include violation of curfew, truancy, and running away from home. While federal guidelines included minor consuming as a status offense the state of Alaska had considered it a criminal offense. (Underage drinking is a class A misdemeanor under Alaska Statute 04.16.050.) This difference in definition created some problems in achieving compliance. The Division of Youth and Family Services embarked on an education effort to change the police perception of minor consuming from a criminal to a status offense. An additional complication is presented by a protective custody Statute which requires the police to take inebriates into custody for their own safety:

A person who appears to be incapacitated by alcohol in a public place shall be taken into protective custody by a peace officer and brought to an approved public treatment facility ... if that appears necessary. i)A person taken into a detention facility ... may be detained only 1) until a treatment facility is available, or 2) until the person is no longer intoxicated ..., or 3) for a maximum ... of twelve hours, whichever occurs first. (AS 47.37.170)

The Alaska Supreme Court, in *Busby v. Municipality of Anchorage* (1987), interpreted this statute as imposing a mandated duty upon the police to place incapacitated persons into protective custody. This case which held the municipality liable for damages suffered by the inebriate after a police officer failed to protect him by taking him into custody, complicates the police officer's decision to detain an incapacitated minor for his own protection. The statute states, and the Supreme Court appears to concur, that inebriates may be held in a jail or lock-up if no treatment facility is available. Yet minor consuming is a status offense and status

offenders may not be held in a secure facility. In most Alaska communities an alternative alcohol treatment facility is no more available than is an alternative juvenile detention facility.

A statewide study of detention conducted by the Justice Center in 1985 showed that nearly 20% of all juvenile referrals in Alaska were for alcohol related offenses and 29.4% of all detentions were alcohol related (Parry, 1987). A more recent study of juvenile referrals in south central Alaska found that referrals for violation of liquor laws constituted one-third of all offenses in the non-urban sites in the region (Schafer and Read, 1989). Thus Alaska practice was substantially at odds with federal guidelines on status offenders in the mid-1980's.

Alaska also had some difficulty in determining whether or not juveniles (both status offenders and criminal offenders) were being held in adult facilities in violation of federal guidelines. Lock-ups were not included in Alaska's self-monitoring reports until 1987. Indeed a 1986 field audit by an OJJDP field representative stated several times that there were no lockups in Alaska. There are numerous small cities and villages in Alaska and many of them have lock-ups. When these were added to the monitoring universe in the DFYS 1987 Jail Removal Plan the number of facilities requiring monitoring went from 22 (18 contract jails and four regional juvenile facilities) to 100 (17 contract jails, five juvenile detention centers, 3 Department of Corrections facilities, and 72 lock-ups).

In 1988 DFYS contracted with David Parry of the Justice Center to develop a monitoring plan and complete the compliance monitoring reports for calendar years 1987 and 1988. The Center was later given the contract to monitor compliance for

the 1989 calendar year. The monitoring universe for 1989 was increased to 111 facilities. (See Figure 1)

Alaska's Jail Monitoring Plan identifies four discrete tasks: Identification of the monitoring universe, Classification of the facilities included in the universe, Inspection of facilities, and Data collection and verification (Parry, 1990).

Identification and classification of the monitoring universe are completed with a telephone survey incorporating the Alaska Department of Public Safety, municipal and city police departments, and village-based police officers. To the extent that corrections and public safety in Alaska are highly centralized systems, this process is made easier by beginning with inquiries at the "top" of command, and working down toward the persons in charge at the detention facilities. In 1989, 13 secure facilities where juveniles might be detained were added to the monitoring universe and 4 were dropped from the previous year's list.

Facilities are classified to determine whether they are secure detention or correctional facilities. Those operated by the Alaska Department of Corrections or by the Division of Family and Youth Services are readily categorized. It has only been at the local level, particularly in very small villages, that classification has been complicated: a lock-up in one village burns down and isn't replaced, another village builds a new lock-up, one lock-up employs multiple locking devices, another will be made "secure" by a chair against a doorknob. Some lock-ups have only handcuff bars to keep persons imprisoned. These do not qualify as secure facilities under the JJDP Act. Any additions to the universe are made on a tentative basis, until inspections can be made or until data is otherwise received.

Facilities where an effort has been made to achieve sight and sound separation must also be inspected to determine if the separation meets OJJDP guidelines. The lock-up in Craig, a small community in southeast Alaska, was visited in order to determine if recent structural changes would qualify as sight and sound separation compliance. A solid soundproof door had been built between the cell area designated for juveniles and that for adults. However the juveniles had to walk by the row of adult cells in order to reach the juvenile ones--a violation of sight and sound guidelines.

The Alaska Compliance Monitoring Plan calls for annual inspection of one-third of all identified secure facilities beginning in 1988. The inspections include: examination to determine if the facility is secure as well as its proper classification as an adult lock-up, an adult jail, detention center, etc.; inspection of adult facilities for sight and sound separation of adults from juveniles; and review of the record keeping practices at each facility.

Data collection and verification under the plan requires collecting data from original admission/release records. Facilities identified as detention centers, corrections centers and adult jails are contacted by telephone to request photo copies of admission/release logs for the previous calendar year. Where centralized records are available these will be obtained.

The plan calls for data to be collected from 50% of the adult lock-ups with compliance projected for 100% based on collected data. Each facility is contacted by mail and with a telephone follow-up (State of Alaska, 1988).

The data collected are entered on a computer and cleaned. Juveniles appearing in the records must be classified as accused criminal-type offenders, adjudicated criminal-type offenders, accused status offenders, and adjudicated status offenders in accordance with JJDP requirements. Non-offenders might be temporarily detained. Non-offenders are youth subject to juvenile court jurisdiction under abuse, neglect or dependency statutes; they have not engaged in any legally prohibited acts. A determination of duration of detention must be made from the records. OJJDP guidelines permit up to 24-hour detention of an accused status offender before there is a deinstitutionalization violation, and six-hour detention in an adult facility of accused criminal-type offenders before there is a jail removal violation. A determination must be made of whether the juvenile was released before the grace period elapsed.

For analysis the data are weighted in order to project data for facilities with inadequate data, facilities with data for part of the year, cases where type of offender, duration of detention, etc. cannot be determined and a compliance report is produced.

SPECIAL PROBLEMS

Although only one-third of facilities are inspected each year inspection in Alaska is a long and difficult process. The 1989 monitoring process required traveling by air in excess of 50,000 miles to inspect 45 facilities.

While all regions of the state can be reached from Anchorage most other regions cannot be reached from one another. To reach the 34 small villages visited for the 1989 monitoring, Center staff flew from Anchorage to such population centers as Bethel, Barrow, Nome or Kotzebue by commercial jet and on small planes from these

"hub" cities to nearby or faraway villages. In Southeast Alaska some travel was done by ferry and in one case in Southwest Alaska one village was visited by snowmobile when a Village Public Safety Officer picked up and returned a researcher who could not get a flight to his nearby village.

On-site inspections of the 1989 sample were done in March, April, and May of 1990. Weather and the vagaries of small Alaska commuter lines demanded that travel plans be amended in mid-trip. Our researchers were seldom weathered in, but were occasionally weathered out of villages they planned to visit. Sometimes they were able to change their itineraries and fly to a village which lay in a different direction. Thus the final inspection sample was not, in every case, the same as the inspection sample planned.

Travel for on-site inspections was arranged as efficiently as possible. Every effort was made to take advantage of good weather to visit as many facilities as possible from each "hub." The North Slope Borough might serve as an example. (See Figure 2)

Center staff were able to inspect all secure facilities in the North Slope Borough for the 1989 Monitoring Report. This included one adult jail and eight adult lock-ups. The North Slope Borough (NSB) is the northernmost region in the state and lies wholly above the Arctic Circle. It is larger in area than all but six of the states in the "lower 48." The NSB Department of Public Safety enforces the law in the borough and maintains staff in Barrow, the administrative and population center of the borough, and in each of the permanent villages: Anaktuvik Pass, Atkasuk, Deadhorse, Kaktovik, Nuiqsut, Point Hope, Point Lay, and Wainwright.

Because the law enforcement function is centralized and Public Safety employees are experienced in the Anglo system of Justice, record keeping in all of the NSB facilities was systemized and proved to be adequate in even the smallest villages.

Inspection travel began with a flight from Anchorage 760 miles north to Barrow, a small city with a population of over 3,000. From Barrow our researcher traveled to Point Lay, then Wainwright, and back to Barrow, visiting two lock-ups on the first day. The next day was spent travelling from Barrow to Nuiqsut, and on the third day an inspection was completed at Atkasuk. The weather prohibited travel from Barrow to Point Hope on the fourth day, and instead the researcher travelled from Barrow to Deadhorse (Prudoe Bay), inspecting that facility before flying back to Anchorage.

Point Hope was eventually reached in conjunction with a series of inspections outside Kotzebue. And several weeks later, inspections of Kaktovik and Anaktuvik Pass, required two round trips from Fairbanks.

In other areas villages are not part of an organized Borough. Most have village police officers or Village Public Safety Officers (VPSO's) who are trained through the Alaska State Troopers and report to an oversight trooper in their region. They are employed by the area Native Corporation, not by the State Troopers.

The monitoring plan called for some education of the law enforcement community on the importance of record maintenance. All lock-ups which indicate that records adequate for compliance monitoring are not maintained are provided with appropriate record forms and are given information on compliance monitoring needs and the relevant Alaska Statute which mandate cooperation in the compliance monitoring effort (AS 47.10.150, AS 47.10.160).

Our staff found the education effort quite successful. Even in the smallest villages there was some knowledge about compliance regulations and requirements. This understanding did not necessarily result in improved record-keeping. Researchers found that record keeping is not a high priority in rural areas. In general records are good in secure juvenile facilities, Department of Corrections facilities and in contract jails where records are important for reimbursement from the Alaska Department of Public Safety. In many small village lock-ups interest in record keeping was minimal. Although many VPSO's maintain careful data, Center staff frequently found that records were kept in people's heads or were written down only sporadically.

In many villages the lock-up is so rarely used, it is not surprising that records are not maintained. One VPSO wrote to us that he had no records because no one, adult or child, had been detained in his lock-up in over a year.

Inadequate or incomplete data are dealt with during the data analysis portion of the project. Data must be entered for each instance of secure detention in an adult facility of a youth under 18 and in each instance of secure detention of a youth under 18 who is neither an accused nor an adjudicated criminal type offender as defined by OJJDP. Information sufficient for compliance monitoring purposes includes: case number, facility identifier, facility, name (initials) of juvenile, date of birth, race, sex, date of admission, time admitted, offense(s), date of release and time released.

Where complete data is obtained from facilities, analysis is straight forward. This is most often the case with adult jails and adult correctional facilities. It is not

necessarily the case with adult lock-ups or with some juvenile detention facilities, and several methods of compensating for inadequate lock-up data are used.

While not common, otherwise adequate lock-up data representing less than a calendar year has been received. In this case the Alaska Jail Monitoring Plan calls for a minimum of six months of data per source per year. As long as there is at least six months' worth of data from a source, projection of non-compliant instances for the missing time period is accomplished by simply multiplying each case of juvenile detention from the source by a factor equal to the reciprocal of the amount of time represented by the data at hand. Thus, for example, if there are six months' worth of cases in one facility that reveal three violations of the jail removal and separation requirements, these violations will be weighted by a factor of two, doubling the amount of time represented in the data, and totalling six violations of each requirement.

In the Alaska effort, the most significant weight applied to the source of detention data is that representing the adult lock-ups that failed to provide any detention data. In these cases, the officials may not have kept any records of detentions in the cells(s) or may not have kept sufficient amounts of data per detention (for example recording only name and date in). Either way, the data must be deemed insufficient for analysis and violations will be projected for that facility based on the number of violations recorded in adequate data from other similarly classified facilities.

In practice, this is a substantial weight, since there have consistently been far fewer lock-ups reporting adequate data than lock-ups with no data. For the 1989 year 38 of 86 adult lock-ups, or 44.19%, reported adequate records for monitoring purposes. For the 48 lock-ups where records were determined to be inadequate data were

projected by assigning a weight equal to the reciprocal of the proportion of all adult lock-ups represented by those included in the analysis. That is, for each instance of noncompliance revealed in the adequate lock-up data, a weight of 2.26 (the reciprocal of .4419) was applied, effectively more than doubling the number of non-compliant instances in lock-ups statewide.

For 1990 we found twenty-four cases where information sufficient to calculate the duration of detention was not available. These missing time cases were handled separately, depending upon the offender type in each situation. Seventeen of the missing time cases involved adjudicated criminal type offenders in adult facilities, and since any amount of time involving these type offenders constitutes a violation of the jail removal requirement, the cases remained unweighted. Four missing time cases involved accused status offenders. We were interested only in the proportion of these cases that may have exceeded the 24 hour grace period permitted before a deinstitutionalization violation occurs. In the entire group of cases, 7.6 percent exceeded this time limit, and the missing cases were therefore weighted. A similar process was undertaken in projecting the number of jail removal violations anticipated in the four missing time cases involving accused criminal type offenders.

There were far fewer cases of juvenile detention in which the offenses were unknown than there were of unknown duration. Eleven unknown offense cases arose in data from adult facilities. Offense in these cases was projected based on the incidence of violations by offender type in the broader sample, using the proportions of adjudicated status offenders held for any length of time and accused status offenders held in excess of 24 hours. They were also weighted by factors representing the incidence of accused criminal type offenders held in excess of 6 hours and adjudicated criminal type offenders held for any length of time.

In practice, multiplying these weights together produces a cumulative weight for each case of less than 1.00, and therefore the weighted number of noncompliant cases is less than the non-weighted number.

Although 1989 data are still being analyzed and verified initial analysis suggests that progress in each required category will be demonstrated. A summary of 1988 compliance figures is included as Figure 3.

DISCUSSION

Jail and lock-up monitoring in Alaska poses many unique problems to the researcher, ranging from cultural and community differences in ideas about the necessity of detaining children, to large variations in record-keeping practices in small bush communities, to transportation itineraries as accurate as the weather is flyable.

Monitoring for 1990 will be the most difficult in terms of travel because there is no longer an option to visit a different village when one's intended visit is aborted by the weather. Virtually all facilities not yet inspected must be visited during the third year of the inspection cycle.

The Alaska Juvenile Justice Compliance Monitoring Plan was considered a model by representatives of the Office of Juvenile Justice and Delinquency Prevention. It was designed to maximize efficient data collection and to cover the analysis of inadequate or missing data. It met all of the monitoring provisions of the Act yet took into consideration the difficulties of on-site inspection in a vast area with weather-dependent transportation.

Regardless of the quality of the plan or the success of the compliance monitoring process it may not be possible to achieve 100% compliance with the Act's requirements in Alaska. Several factors can intervene in this goal:

- 1) Alaskans tend to be both independent and provincial. Some justice system personnel, including some juvenile probation officers, take a different view of the purpose of juvenile detention. At least two instances of detention to "teach a lesson" to the youth have come to our attention.
- 2) There is a growing movement, supported by recent court cases, toward sovereignty rights in Alaska Native communities. It is widely thought that one outcome of this movement will be to replace the Anglo justice system with separate and independent Native ones. What impact this movement will have on the detention of juveniles and on compliance monitoring efforts remains to be seen. At least one Alaska Native village currently strip searches all visitors in an effort to enforce its ban on alcohol under Alaska's local option law. Villages which take alcohol possession very seriously may well decide under sovereignty to consider minor consuming a serious criminal offense.
- 3) OJJDP guidelines provide a "grace period" of six hours for jail removal i.e. the transfer of an accused or adjudicated criminal-type juvenile from an adult facility in less than six hours does not constitute a violation. This period is a generous one which can be

adhered to with little difficulty in most states. But in Alaska the weather can make it impossible to arrange transport to a juvenile facility in this amount of time. The weather sometimes interrupts telephone service so that the State Troopers responsible for the transfer may not be notified in time to fly into the village to take the youth into custody. Weather that can interrupt telephones can certainly interfere with airplanes. Thus a six hour grace period may not be at all generous in Alaska.

- 4) Turnover among rural law enforcement personnel is very high. At times village police officers perform their duties without training and the OJJDP requirements may not be known. Violations are certainly possible where officials are ignorant of the rules.
- 5) In some small Alaska communities it is customary to call the parents of inebriated youth who are taken into protective custody. Parents are given the option of taking the child home or of letting him/her "sleep it off" under police supervision. The sleep-off center is, of course, the community lock-up and this practice could constitute a violation of the deinstitutionalization requirement of the Act.

Clearly, compliance with OJJDP rules and regulations has been difficult for Alaska, but other states have had difficulty developing compliance monitoring plans and carrying out monitoring activities. Some have only recently developed monitoring plans (eg Nevada, North Dakota, and Wyoming) and one (South Dakota) has not

determined whether or not to submit one. In spite of its huge size, widely scattered population, and weather-related travel problems Alaska has successfully carried out three years of jail monitoring activities.

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DRAFT
Not for Release
or Publication

FIGURE 1

APPENDIX B

MONITORING UNIVERSE - SECURE FACILITIES

FACILITY/ YEAR ADDED	1987 DATA/INSP		1988 DATA/INSP		1989 DATA/INSP		1990 DATA/INSP		1991 DATA/INSP	
JUVENILE DETENTION										
CENTERS										
Bethel	x	x		x	x		x			
Fairbanks	x			x			x			
Johnson Center/Juneau	x			x			x	x		
McLaughlin/Anchorage	x	x		x	x		x			
Nome	x			x			x	x		
JUVENILE HOLDOVER										
FACILITIES										
Kenai (1989)	n/a	n/a		n/a	n/a				x	
ADULT JAILS										
Barrow	x			x			x		x	
Cordova	x	x		x	x		x			
Craig	x			x			x		x	
Dillingham	x			x			x			
Haines	x			x			x		x	
Homer	x	x		x	x		x			
Kake	x			x			x		x	
Kodiak	x			x			x			
Kotzebue	x			x			x		x	
Naknek	x			x			x			
Petersburg	x			x			x		x	
Seldovia	x	x		x	x		x			
*Seward	x	x		x	x		x			
*Sitka	x			x			x		x	
Unalaska	x			x			x			
Valdez	x	x		x	x		x			
Wrangell	x			x			x		x	

FIGURE 1 (Continued)

Source: Perry, J., *Practices and Procedures for Juvenile Justice and Delinquency Act Compliance Monitoring*. State of Alaska, Department of Health and Social Services, July 1990.

MONITORING UNIVERSE - SECURE FACILITIES
(Continued)

FACILITY/ YEAR ADDED	1987 DATA/INSP		1988 DATA/INSP		1989 DATA/INSP		1990 DATA/INSP		1991 DATA/INSP	
ADULT CORRECTIONAL FACILITIES										
+Anchorage Annex	n/a	n/a	n/a	n/a	n/a	n/a				
+Anvil Mountain/Nome	n/a	n/a	n/a	n/a	n/a	n/a				
+Cook Inlet Pre-trial/Anch.	n/a	n/a	n/a	n/a	n/a	n/a				
+Fairbanks	n/a	n/a	n/a	n/a	n/a	n/a				
+Hiland Mountain/Eagle R.	n/a	n/a	n/a	n/a	n/a	n/a				
Ketchikan	x		x		x	x				
+Lemon Creek/Juneau	n/a	n/a	n/a	n/a	n/a	n/a				
Mat-Su Pre-trial/Palmer	x	x	x	x	x					
+Meadow Creek/Eagle R.	n/a	n/a	n/a	n/a	n/a	n/a				
+Palmer	n/a	n/a	n/a	n/a	n/a	n/a				
+Spring Creek/Seward	n/a	n/a	n/a	n/a	n/a	n/a				
+Wildwood/Kenai	n/a	n/a	n/a	n/a	n/a	n/a				
+Wildwood Pre-trial/Kenai	n/a	n/a	n/a	n/a	n/a	n/a				
+Yukon-Kuskokwim/Bethel	x	x	x	x	n/a	n/a				
ADULT LOCKUPS+										
Akiachak (1987)		x		x						
Akutan (1987)	x		x							
Alakanuk (1987)										
Ambler (1987)									x	
Anaktuvuk Pass/NSB (1987)	x		x		x	x			x	
Angoon (1987)						x			x	
Aniak (1987)		x		x						
Atmautluak (1987)										
Atkasuk/NSB (1987)	x		x		x	x			x	
Cantwell (1987)	x	x	x	x						
Chevak (1987)	x	x	x	x	x					
Chignik (1989)	n/a	n/a	n/a	n/a	x	x			x	
Cold Bay (1987)	x	x	x	x	x					
Deadhorse (1987)	x			x	x	x			x	

FIGURE 1

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MONITORING UNIVERSE - SECURE FACILITIES
(Continued)

FACILITY/ YEAR ADDED	1987 DATA/INSP		1988 DATA/INSP		1989 DATA/INSP		1990 DATA/INSP		1991 DATA/INSP	
ADULT LOCKUPS (Continued)										
Deering (1987)										x
Delta Junction/AST (1987)	x	x	x	x		x				
Eek (1987)										
Ekwok (1987)						x				
Elim (1987)										x
Emmonak (1987)										
Fort Yukon/AST (1987)		x	x	x		x				
Galena (1987)	x	x	x	x		x				
Gambell (1987)										x
Glenallen/AST (1989)	n/a	n/a	n/a	n/a		x				x
Golovin (1987)						x				x
Goodnews Bay (1987)										
Hoonah (1987)						x				x
Hooper Bay (1987)										x
Huslia (1987)		x		x						
Kaktovik/NSB (1989)	n/a	n/a	n/a	n/a		x				x
Kaltag (1987)		x		x						
Karluk (1987)	x		x							
Kasigluk (1989)	n/a	n/a	n/a	n/a						x
Kiana (1987)						x				x
King Cove (1987)	x	x	x	x		x				
Kipnuk (1989)	n/a	n/a	n/a	n/a						
Kivalina (1987)		x		x						
Kobuk (1987)										
Kotlik (1987)										
Koyuk (1987)						x				
Koyukuk (1989)	n/a	n/a	n/a	n/a		x				
Kwethluk (1987)		x		x						
Lower Kalskag (1989)	n/a	n/a	n/a	n/a		x				
Manokotak (1987)										
Marshall (1987)						x				x

FIGURE 1 (Continued)

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MONITORING UNIVERSE - SECURE FACILITIES
(Continued)

FACILITY/ YEAR ADDED	1987 DATA/INSP		1988 DATA/INSP		1989 DATA/INSP		1990 DATA/INSP		1991 DATA/INSP	
ADULT LOCKUPS (Continued)										
McGrath (1989)	n/a	n/a		n/a	n/a					
Mekoryuk (1987)	x			x			x			
Mountain Village (1987)										
Napakiaak (1987)										
Napaskiak (1987)		x			x					
Nenana (1987)	x	x		x	x		x			
Nightmute (1989)	n/a	n/a		n/a	n/a		x			
Nondalton (1987)							n/a	n/a		
Noorvik (1987)	x	x		x	x					
Nuiqsut/NSB (1987)	x			x			x	x		
Nulato (1987)		x			x					
Nunapitchuk (1987)									x	
Old Harbor (1987)	x			x						
Pelican (1987)							x	x		
Pilot Station (1987)									x	
Point Hope/NSB (1987)	x			x			x	x		
Point Lay/NSB (1987)							x	x		
Port Heiden (1987)							x	x		
Quinhagak (1987)							x	x		
Ruby (1987)		x			x					
Saint Mary's (1987)							x	x		
Saint Paul (1987)	x	x		x	x					
Sand Point (1989)	n/a	n/a		n/a	n/a					
Savoonga (1987)									x	
Scammon Bay (1987)									x	
Selawik (1987)							x	x		
Shaktoolik (1987)										
Shishmaref (1987)										
Shungnak (1987)									x	
Skagway (1989)	n/a	n/a		n/a	n/a		x	x		
Stebbins (1987)		x			x					

FIGURE 1 (Continued)

Source:

Barry, D. *Policies and Procedures for Juvenile Justice and Delinquency Act Compliance Monitoring*. State of Alaska, Department of Health and Social Services, July 1990.

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MONITORING UNIVERSE - SECURE FACILITIES (Continued)

FACILITY/ YEAR ADDED	1987 DATA/INSP		1988 DATA/INSP		1989 DATA/INSP		1990 DATA/INSP		1991 DATA/INSP	
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ADULT LOCKUPS (Continued)

Tanana (1987)	x	x	x	x						
Teller (1987)	x		x							
Togiak (1987)										
Tok/AST (1987)	x	x	x	x	x					
Toksook Bay (1987)					x	x				
Tununak (1987)										
Tuntutuliak (1989)	n/a	n/a	n/a	n/a	x					
Unalakleet (1987)	x	x	x	x						
Wainwright/NSB (1987)	x		x		x	x				
Whittier (1989)	n/a	n/a	n/a	n/a	x	x				
Yakutat (1987)	x	x	x	x	x					

FACILITIES REMOVED FROM MONITORING UNIVERSE:

ADULT LOCKUPS:

Akiak
Russian Mission
Saint Michael
Wales

*This symbol denotes adult facilities which provide sight and sound separation of juvenile and adult inmates.

+This symbol denotes adult correctional facilities which are prohibited from detaining juveniles by documented Department of Corrections policy.

♦All adult lockups are operated by municipal police departments or Village Public Safety Officers unless otherwise noted. The letters "NSB" denote adult lockups operated by the North Slope Borough Department of Corrections. The letters "AST" denote adult lockups operated by Alaska State Troopers.

FIGURE 1 (Continued)

FIGURE 2

The North Slope Borough

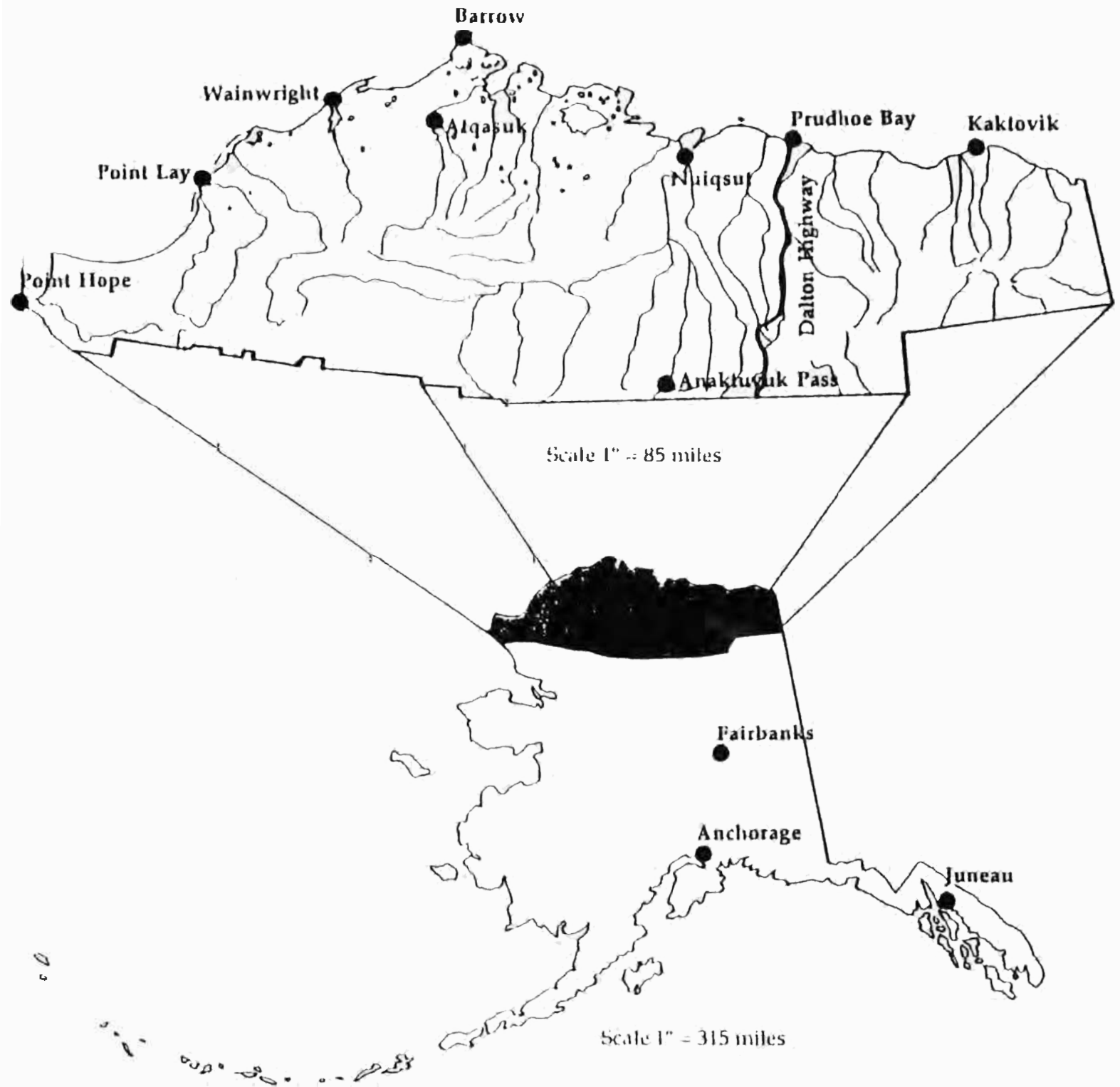


FIGURE 3

JJDP VIOLATIONS - 1988*

FACILITY	TOTAL, JUVENILES HELD	DSO	SEPARATION	JAIL REMOVAL
LOCKUPS:				
Saint Paul	1		1	1
Chevak	1		1	
Unalakleet	3		3	3
Galena	2		2	2
Tok	4		4	4
Fort Yukon	5		5	1
Nenana	1		1	1
Wainwright	1		1	1
JAILS:				
Barrow	28		28	27
Cordova	21		21	15
Craig	17		17	14
Dillingham	21		21	12
Haines	3		3	3
Homer	98		98	66
Kodiak	29		29	22
Kotzebue	66	1	66	58
Naknek	2		2	2
Petersburg	22		22	19
Seldovia	6		6	6
Seward	16			10
Sitka	12		12	12
Unalaska	2		2	2
Valdez	39	1	39	29
Wrangell	81	1	81	52
CORRECTIONAL CENTERS:				
Ketchikan	9		9	9
Mat-su	54		54	11
DFYS FACILITIES (status offenders and protective custody cases only):				
Bethel	57	1		
Fairbanks	20			
Johnson	16	1		
McLaughlin	12	3		
Nome	16			

TOTALS:	665	8 (9)	528 (564)	382 (409)

*All data include projections for missing offense and time data. (Note that column totals may reflect errors due to rounding). Projections for adult lockups which did not submit data for 1988 are reflected in totals shown in parentheses at bottom of table only.